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8 April 1952

MEMORANDUM TO: Chairman, Working Group on TRAINEES  
Chairman, Working Group on ROTATION  
Chairman, Working Group on CAREER BENEFITS  
Chairman, Working Group on PERSONNEL DEVELOPMENT PROGRAM

FROM : Chairman, Career Service Committee

SUBJECT : Adjustments to Career Service Program

1. A request has been received from the DCI that adjustments be made to the Career Service Program as presented to him by the Committee in its Progress Report of 22 January. In order that the Program may be revised with full consideration of the possible impact of these changes on various elements of the Program and in order that the background and wide experience which the Working Groups have acquired may be fully utilized, the Career Service Committee requests that your Working Groups consider the following requirements and provide the Committee with an appropriate redraft of your final reports. Your revision should incorporate these requirements and ensure full coordination between the various elements and phases of the Program from an over-all point of view.

2. You will adhere as closely as possible to these requirements. However, if you feel that it is necessary to do so, you may submit an alternative plan with full and explicit reasons why the stated requirement should be modified.

3. The changes required and the assignments to the Working Groups are as follows:

a. Assigned to Working Group on Personnel Development Program

Eliminate the proposed statement of policy, Tab B, and substitute a directive simply appointing the CIA Career Service Board, as constituted in your Tab G. One additional function of the CIA Career Service Board should be to act as the rating board for all AD's and DAD's, and that within each Office the AD, DAD, and one of the division chiefs on a rotating basis will have to act as the rating board for the other staff or division chiefs. For officers below the grade of staff or division chief, the Office boards would function but it would be desirable to add as a member in each Office one officer below the grade of a division head and, to obtain uniformity of practice, to have each Office board include at least one member selected from another Office, if only as an observer.

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b. Assigned to Working Group on Rotation

Rewrite Tab C, eliminating the introduction and providing separate programs for the following classes of personnel:

1. Clerical and administrative (the latter being positions of greater responsibility to which the clerical can attain, i.e. Staff Officers).
2. Specialists, whose sole value to the Agency is presumably in their specialty (this group ranging from translators and commo technicians to chauffeurs).
3. Professionals, i.e. Officers.

Generally speaking, normal Civil Service procedures provide adequately for the career benefits of Classes 1 and 2. The problems which are special to this Agency, as contrasted with other agencies of Government, relate basically to Class 3, though it must also be recognized that in some cases people rated within Class 1, and even in Class 2, will perform functions comparable with those of Class 3 and, for our purposes, should therefore be placed in the Class 3 program. The Class 3 program should be applied to all professional intelligence officers from the time they enter the service and the program should determine the system of selection, training, promotion, and rewards. Written agreement of the intent to make a career with the Agency should not be required nor do any special security concurrences seem necessary as part of this program. The intent to follow the career of intelligence officer must exist and will be a matter of primary concern to the Career Board.

c. Assigned to Working Group on Personnel Development Program

Retain the simplicity of the proposed rating form, but there is question whether the rated officer should see the supervisor's rating and comments on the reverse side of these reports. Such comments should be confidential. It is proper, however, to have the rating officer state that he has discussed any shortcomings with the officer. Consider the attached proposal of a Personnel Evaluation Report that is not shown to the employee and a Career Development Guide that is.

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d. Assigned to Working Group on Rotation

It would be helpful to have much more specific suggestions as to what is meant by rotation, answering such questions as:

- (1) Do you recommend limiting overseas duty to any particular number of years?
- (2) Do you recommend bringing all foreign personnel home, say, one year in each four or at any other intervals?
- (3) Do you recommend moving officers as a matter of policy from Office to Office within the Agency or do you mean from division to division within an Office?
- (4) At what rank does the rotation by the Career Service Board stop?

e. Assigned to Working Group on Career Benefits

Do not include additional pay for hazardous duty as part of the career service benefits (Part II of Tab E) and limit the meritorious award system to Classes 1 and 2 under 3.b. above. Further, because of the legislative difficulties, I would at this time eliminate d from your Tab E, relating to special compensation to dependents of personnel engaged in hazardous duty who are themselves exposed to hazard, and would eliminate for the same reason e in this Tab, relating to death gratuities to dependents of CIA personnel whose death occurs overseas. Our legislative requests will be difficult enough if limited to your subparagraphs f, g and h in Tab E.

f. Assigned to Working Group on Trainees

Ensure that the recommendations with respect to Trainees are consonant with the required changes and coordinate with Working Group on Rotation particularly with respect to paragraph b., above.

4. It is important that the recommendations of the several Working Groups concerning these requirements be closely coordinated. From the point of view of timing, it is desired that your recommendations be in hand by the close of business Friday, 11 April, if that is at all possible.

cc: Members, Career Service Committee  
cc: Chairman and Members of Working  
Groups on Trainees, Rotation,  
Career Benefits and Personnel  
Development Program

/s/ F. Trubee Davison  
F. TRUBEE DAVISON  
Chairman, Career Service Committee

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**THE CAREER SERVICE POLICY OF THE CENTRAL INTELLIGENCE AGENCY**

The course of world events has put the United States in a position of world leadership. An unparalleled opportunity exists for persons of integrity, ability and determination to serve their country in the intelligence field.

If it is to fulfill its mission, the Central Intelligence Agency must offer attractive careers to able people. The CIA Career Service Program answers this challenge. It provides an opportunity for you and the Agency to work together in developing your abilities and qualifying for advancement.

In simplest terms the Career Service Program seeks to ensure for every person in CIA fair appraisal of performance.....a carefully planned development program....and advancement based on demonstrated merit. You will get a full explanation of each step in the Program as these steps are put into effect in coming months.

Cooperation in career development between the Agency and persons of ability will ensure that the present and future intelligence requirements of the United States are met. This cooperation will also ensure a full and rewarding career to those persons who dedicate themselves to the security of the United States.

[For the signature of the DCI]

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Working Group on SELECTION CRITERIA

12 December 1951

CENTRALIZATION OF SELECTION FOR PARTICIPATION  
IN THE CIA CAREER SERVICE PROGRAM

1. INTRODUCTION

The Working Group agreed to consider the subject of centralization of selection of candidates for participation in the Career Service Program in over-all, general terms as distinguished from the procedures of the selection process which will involve detailed consideration of such specific items as promotion policy, selection out, and so forth.

2. RECOMMENDATIONS

A. Policy respecting both the selection process and the operation of the Program should be centralized in a CIA Career Service Board, acting on behalf of CIA as a whole, while the mechanics of the selection process should be decentralized to [Office] Career Service Boards. The procedures and details of operation of the Program should be a primary responsibility of Assistant Directors and Office Heads. In order to provide further decentralization, if the size of a particular Office or comparable unit makes it necessary for efficient and equable processing, Assistant Directors or Office Heads should create additional, equally empowered boards as necessary.

B. CIA Career Service Board

1. Membership:
  - a. Deputy Director, CIA or alternate
  - b. Deputy Director, Plans or alternate
  - c. Deputy Director, Administration or alternate
  - d. Director of Training
  - e. Assistant Director, Personnel

Secretariat (Career Development Staff:  
Personnel Office)

2. Functions:
  - a. Develops policy governing the Career Service Program for submission to the Director of Central Intelligence and serves as his advisor on all matters concerning the Program.

Tab. G

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- b. Advises, and reviews the functioning of, Office Career Service Boards.
- c. Reviews the functioning of the Career Service Program including:
  - 1) Approving, on a continuing basis, selection standards employed in the training and rotation programs.
  - 2) Acting as final board of appeal and adjudication in all Career Service matters involving Office Career Service Boards, Agency Offices or comparable units and individuals.

C. Office Career Service Board

- 1. Membership:
  - a. Assistant Director or Deputy Assistant Director (or Office Head)
  - b. Staff or Division Chiefs (as appointed by Assistant Director or Office Head)

Secretariat (as appointed by Assistant Director or Office Head)

The proceedings and actions of each Office Board, including the list of its members, will be available on a regular basis to the CIA Career Service Board. It is recommended that consideration be given to augmenting the Office T/O's, if necessary, in order to provide the necessary Secretariat.

- 2. Functions:
  - a. Serves as advisor to the Assistant Director or Office Head and acts for him on all matters pertaining to the Career Service Program.
  - b. Approves or disapproves selection for initial participation in the Career Service Program.
  - c. Directs within the office, the application and functioning of the Career Service Program.

3. DISCUSSION

It was generally acknowledged that the current proposal for establishment of a Career Development Staff in the Personnel Office was sound and essential. With regard to the Office Career Service Boards, it was the opinion of the Selection Criteria Working Group that only Assistant Directors or Office Heads, their Deputies, and Staff and Division Chiefs

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CAREER SERVICE COMMITTEE

Working Group on SELECTION CRITERIA

17 January 1952

SELECTION CRITERIA FOR PARTICIPATION IN CIA CAREER SERVICE PROGRAM

1. INTRODUCTION

Two major assumptions for planning are accepted:

A. Assumption #1

A Career Service Program must embrace each employee from the day he enters on duty with, through the day he finally separates from the Agency and beyond that day to include all retirement and other benefits due him or his dependents. On the other hand it must discover, develop and place future key Agency executives and administrators. The Program, therefore, will comprise two major efforts:

- (1) First, continuing effort toward effective Agency personnel and training programs. This affects directly all employees and accomplishes such tasks as:

- (a) Recruitment and Placement
- (b) Employee Evaluation
- (c) Salary and Wage Administration
- (d) Employee Relations and Counseling
- (e) Normal Indoctrination and Training
- (f) Retirement and other benefits and prerogatives

This portion of the Career Service Program, then, applies to all CIA staff employees and staff agents without distinction as to grade, assignment, professional or clerical status, length of service and allied factors.

- (2) Second, the effort to discover and to exploit fully the potential and talents of proven employees. This is essentially a Development Program to insure the best possible use of Agency employees. The effort put in the development of a given employee must be determined by and justifiable only on the basis of potential and proven ability. The result of this effort is not all-embracing, but will vary with the individual. However, it

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will function along two distinct lines. On the one hand it will provide continuing and intensive training for large numbers of Agency personnel in all job fields. On the other hand it will locate, equip and produce the relatively small numbers of future Agency key executives and administrators. In any event the Development Program will better qualify the employee for advancement. The Program will operate through such means as:

- (a) Rotation
- (b) Re-training (seminar and refresher courses)
- (c) Duty assignments with on-the-job training
- (d) Extension training, including sabbatical leave, overseas travel and high-level training assignments such as National War College, Joint Chiefs, Dept. of State Policy Planning Staff.

In view of the foregoing, each staff employee and staff agent does in fact, upon the day he accepts employment, become a participant in the Career Service Program and must be apprised of its incentives, benefits and responsibilities.

B. Assumption #2

All staff employees and staff agents participate in the Career Service Program. However, for participation in its Development Program, selection criteria are required. The remainder of this paper relates to these selection criteria.

2. RECOMMENDATION

A. CIA employees in the Career Service Program who satisfy the following requirements shall be eligible to participate in the Development Program:

- (1) Staff employee or staff agent status (required for Career Service Program).
- (2) Proven, satisfactory service certified in writing by the employee's ~~Office~~ Career Service Board (see "Centralization of Selection for Participation in the CIA Career Service Program" dated 12 December 1951). Determination of "proven" service shall be based generally on appraisal of at least two years' CIA service of the employee. Less than two years' CIA service will require final approval of the CIA Career Service Board. 25X1A
- (3) Written agreement of intent to make a career of employment with CIA, including willingness to serve in [REDACTED]



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overseas CIA post for which by Agency determination qualified jobwise and physically.

(4) Security concurrence by I&S Office.

B. Eligibility to participate in the Development Program shall be determined only on the basis of the above-stated requirements. It is to be noted particularly that:

(1) No age limitations are set.

(2) Civil Service Commission certification is not required.

(3) No formal educational requirement is prescribed.

3. DISCUSSION

A. Re Introduction

The planning bases laid down in INTRODUCTION stem from two major aims:

(1) To banish from employees' minds the fear that the Career Service Program is a scheme for creating and nurturing an elite corps of a favored few.

(2) To make the incentives and benefits of the Development Program available to those Agency employees who demonstrate potential and interest in long-term CIA employment.

B. Re "Staff employee or staff agent status"

This excludes from the Career Service Program contract, consultant, and special agent categories. It embraces those who work full time with no predictable short-term connection.

C. Re "Proven satisfactory service"

This is intended to permit flexibility while also setting a normal requirement of two years' CIA service in order to assure a reasonably uniform standard throughout the Agency. When the Office Career Service Board feels an exception is justified, this provides a regular procedure for requesting the exception.

D. Re "Security concurrence by I&S...."

This leaves control of security requirements with I&S.

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E. Re "Written agreement of intent to make a career of employment with CIA"

The Agency has a vital security investment and a substantial financial investment in any fully-cleared and trained employee. These investments increase with length of service. In the interest of both factors, the Agency must attempt to reduce the employment mortality rate by every possible means. A successful career service program should build within the Agency an ever increasing body of employees with training, broad experience and education superior to those of most other government Agencies and Departments. There can be expected, therefore, a tendency to proselyte CIA careerists on the one hand and on the other a growing temptation for CIA careerists to accept a here-and-now promotion with another Agency to grades which CIA vacancies would not then permit. Therefore, this requirement is set: not as a legal preventive but as the only feasible measure, a moral binder.

F. Re "Written agreement to serve in [redacted] overseas CIA posts for which by Agency determination qualified jobwise and physically" <sup>25X1A</sup>

Again this is no legal binder since in the final analysis any employee may reject an Agency decision on [redacted] overseas employment <sup>25X1A</sup> and resign. But it does seem reasonable to ask that an employee who wants a CIA career be willing, if qualified jobwise and physically, to serve away from Washington, D. C. for some periods. CIA can operate only by staffing a complex of world-wide areas. It must, therefore, make its career service incentives - such as advancement, tenure and retirement - strong enough to attract and hold many persons who want jobs that are not run-of-the-mine government chores in a tidy and secure niche cemented to a single geographical point. Other things equal, a person so willing to serve is worth more to CIA and merits more from CIA. The "jobwise and physical" qualifications should operate to protect individuals from moves to assignments for which they are not suited, and the Agency from wasteful moving of its personnel.

4. COMMENT

The concept and recommendations here proposed would ensure for the employee:

- A. Codification of rights and benefits so that the employee knows where he stands and what he may reasonably plan for. These should include preferential advancement, tenure and retirement for those in the Development Program.
- B. Increased opportunity for training - within and outside CIA.

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- C. Increased opportunity for rotation.
  - D. Increased opportunity for education - within and outside CIA.
  - E. Increased assurance that he will go as far as his ability justifies.
- It is emphasized that there is no guarantee to the individual of promotion or ultimate grade level.

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3 March 1952

COMPOSITION & RESPONSIBILITY OF CAREER SERVICE BOARDS

1. CIA Career Service Board

a. Composition

The following officials, or the alternates they designate:

Deputy Director of Central Intelligence, Chairman  
Deputy Director/Plans  
Deputy Director/Intelligence  
Deputy Director/Administration  
Assistant Director (Personnel) - Non-voting  
Director of Training - Non-voting  
Executive Secretary - Non-voting

It is required that at least three Deputy Directors be personally present for approval of any non-procedural CIA Career Service Board decision. The Career Service Staff of the Office of Personnel will serve as the Secretariat of the CIA Career Service Board and the Chief, Career Service Staff will serve as its Executive Secretary.

b. Functions

- (1) Develops policy governing the Career Service Program for submission to the DCI, and serves as his advisor on all matters concerning the Program.
- (2) Advises, and reviews the functioning of, Office Career Service Boards.
- (3) Reviews the functioning of the Career Service Program, including:
  - (a) Acting as final board of appeal and adjudication in all Career Service matters involving Office Career Service Boards, Agency Offices or comparable units, and individuals.
  - (b) Approving, on a continuing basis, selection standards employed in the training and rotation programs, and taking final action on requests for waiver of these standards.

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- (c) Allocating Rotation Loan Slots to Office Career Service Boards.
- (d) Approving or rejecting Office Career Service Board selection and rotation recommendations.
- (e) Making final decision on rotation appointments, quarterly.
- (f) Levying requirements on Office Career Service Boards for rotatees to prepare them to fill key Agency positions.
- (4) Appoints supporting groups or Boards for handling specialized functions, such as Hazardous Duty, Honor Awards, Selection for Service Schools, etc., as appropriate, drawing on Agency personnel as necessary.
- (5) Prepares, and submits annually to the DCI, a summary of the operation of the CIA Career Service Program.

2. Office Career Service Boards

a. Composition

- (1) Assistant Director or Deputy Assistant Director (or Office Head)
- (2) Two or more Staff or Division Chiefs, or comparable high-level officials (as appointed by Assistant Director or Office Head)

Secretariat - Non-voting (as appointed by Assistant Director or Office Head) to perform staff support for the Board.

b. Functions

- (1) Serves as advisor to the Assistant Director or Office Head, and acts for him on all matters pertaining to the Career Service Program.
- (2) Selects or rejects applicants for initial participation in the Development Program and forwards to CIA Career Service Board for review.
- (3) Directs within the Office the application and functioning of the Career Service Program, including but not limited to:
  - (a) Executing relevant decisions of the CIA Career Service Board.

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- (b) Sponsoring, developing, and executing an intra-Office rotation system, and reporting on it periodically to the CIA Career Service Board via its Secretariat.
- (c) Participating in the development and execution of approved extra-Office rotation systems.
- (d) Submitting rotation recommendations to the Secretariat of the CIA Career Service Board for extra-Office appointment.
- (e) Reviewing circular announcement of rotation recommendations and negotiating with other Office Career Service Boards to effect agreement on rotation appointments.
- (f) Reporting concurrence or rejection of rotation appointments to the Secretariat of the CIA Career Service Board.
- (g) Interviewing, if necessary, prospective rotatees.
- (h) Submitting a semi-annual Personnel Evaluation Report to the sponsoring Office on each rotation appointee from another Office.
- (i) Recommending cancellation or continuance of rotation appointments.
- (j) Ensuring that the rotatees detailed by their Office to another are not overlooked for warranted promotion.
- (k) Ensuring that jobs of rotatees received by their Office are productive and commensurate with the purpose of the appointments.
- (l) Selecting Office employees for training and making the necessary arrangements with the Office of Training.
- (h) Appoints supporting groups as appropriate, or Boards for handling specialized functions, such as Promotion, Assignment, etc., drawing on its Office personnel as necessary.

3. Secretariat of the CIA Career Service Board

a. Composition

The Career Service Staff of the Office of Personnel will serve as

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Secretariat to the CIA Career Service Board. The Assistant Director (Personnel) will provide personnel and facilities for the Secretariat.

b. Functions

- (1) Recommends to the CIA Career Service Board ways and means of improving the CIA Career Service Program.
- (2) Performs all secretariat and administrative functions for the CIA Career Service Board. These include, but are not limited to:
  - (a) Maintaining master files concerned with Career Service matters on a current basis for the CIA Career Service Board.
  - (b) Submitting unresolved inter-Office Board problems to the CIA Career Service Board for decision.
  - (c) Assisting Office Career Service Boards in formulating rotation recommendations.
  - (d) Transmitting recommendations to the CIA Career Service Board for consideration, and verifying personnel data submitted with these recommendations.
  - (e) Issuing circular announcements to Office Career Service Boards listing approved rotation nominations. (The list will contain full data on the individual plus the rotation appointment recommendation of the sponsoring Board.)
  - (f) Coordinating with the Office of Training all training arrangements and needs respecting the CIA Career Service Program.

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CAREER BENEFITS

Part I

Additional Benefits Desired by CIA

<u>Benefits Desired</u>	<u>Action Required</u>
a. Additional pay for various types of hazardous duty. (See Part II.)	a. Approval by the DCI. (See Part II.)
b. A meritorious award system providing for recognition of distinguished service to the Agency (somewhat similar to that of the Department of State). Awards may be by medal, certificate, monetary, or a combination of all three.	b. Approval by the DCI. (In the case of medal, either legislative action or approval by the White House would be required.)
c. A CIA overseas post classification system providing benefits responsive to unhealthful conditions.	c. Approval by the DCI. (If the benefit conferred additional credit against retirement, legislative action is required.)
d. Applications of the principles of the United States Employees' Compensation Act to dependents of employees engaged in hazardous duties who are themselves exposed to hazard.	d. Legislative action. (While technically the DCI could authorize this benefit for unvouchered personnel, there is no authority for the DCI to approve similar benefits for vouchered personnel. Specific provision for this benefit was made in the proposed wording of P. L. 110 prior to its enactment. At that time, the Bureau of the Budget requested its deletion on the grounds that no precedent existed for such a provision. While it is true that some precedent has been established with respect to the Armed Services, there is none with respect to civilian employees of the U. S. Government. Therefore, it would appear essential to secure legislative approval prior to granting such benefits to any Agency personnel.)



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Benefits Desired

- e. Death gratuity of six months' base pay to dependents of CIA employees whose death occurs in line of duty while serving overseas. Definition of the term "line of duty" will be required.
- f. Pay, within-grade raises, and grade promotions for vouchered funds personnel who are detained involuntarily by foreign governments.
- g. A more liberal retirement system.
- h. An appropriate and adequate leave system for all overseas employees.
- i. Better group health insurance.

Action Required

- e. Legislative action.  
(The same comments as in d, above, are applicable with respect to this benefit, except that no specific provision has been included in proposed CIA legislation.)
- f. Legislative action.  
(This benefit can be granted by the DCI only to unvouchered funds personnel at present. Vouchered funds personnel would be covered by Senate Bill No. 1820 - designed to replace the Missing Persons Act - if it is slightly modified from the form in which it was originally introduced so that it will completely serve CIA interests. Also, further modifications are required to meet objections of GAO and the CSC.)
- g. Legislative action.
- h. Legislative action.
- i. Not certain.  
(Under study at present with the CIA-sponsored Government Employees Health Association; action required will depend on the benefits to be achieved.)

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